State of Utah Administrative Rule Analysis

NOTICE OF PROPOSED RULE

The agency identified below in box 1 provides notice of proposed rule change pursuant to *Utah Code* Sections 63-46a-4. Please address questions regarding information on this notice to the agency. The full text of all rule filings is published in the *Utah State Bulletin* unless excluded because of space constraints. The full text of all rule filings my also be inspected at the Division of Administrative Rules

	Division of Administrative Rules.						
DAR file no:			Date filed:				
Utah Admin. Code ref. (R no.):		R156-26a	Time filed:				
Chang	ged to Admin. Code Ref. (R no.):						
1.	Agency:	cy: Commerce/Division of Occupational and Professional Licensing					
	Room no.:						
	Building:	Heber M. Wells Building					
	Street address 1:	160 East 300 South					
	Street address 2:						
	City, state, zip:	Salt Lake City UT 84111-2316					
	Mailing address 1:	PO Box 146741					
	Mailing address 2:						
	City, state, zip:	Salt Lake City UT 84114-6741					
	Contact person(s):						
	Name:	Phone:	Fax:	E-mail:			
	Dan S. Jones	801-530-6720	801-530-6511	dansjones@utah.gov			
	(Interested persons may inspect this	filing at the above address	or at DAR between 8:00 a.	m. and 5:00 p.m. on business days.)			
2.	Title of rule or section (catchline):						
	Certified Public Accountant Licensing Act Rule						
3.	Type of notice:						
	New; Amendment XX; Repeal; Repeal and Reenact						
4.	Purpose of the rule or reason for the change:						
	As a result of statutory amendments made in SB 163 during the 2008 General Session of the Legislature, corresponding amendments need to be made to the rule.						
5.	This change is a response to comments from the Administrative Rules Review Committee.						
	Yes; No XX						
6.	Summary of the rule change:						
7	Certified Public Accountant Lice the Education Advisory Committe programs are added. Also added Accountancy regarding proposed 302a(3), 302b(1) and Section 302 Uniform Accountancy Act. Secti Section 305 regarding the use of subject is adequately addressed in	ensing Act. Section tee from becoming that the Education I changes to rules we are made to upda on 303a(7)(b) is being certified public accounts attute and the presented in statute and the presented in the presented	201 regarding CPA too large as additional Advisory Committee ith respect to education the the reference to the ing deleted because is countant title is being	ion. Amendments in Subsections are current version (2007) of the it is redundant and not needed. deleted in its entirety because this			
7.	Aggregate anticipated cost or s	avings to:					

A) State budget:

The Division will incur minimal costs of approximately \$50 to print the rule once the proposed amendments are made effective. Any costs incurred will be absorbed in the Division's current budget.

B) Local government:

The proposed amendments do not apply to local governments; therefore no costs or savings are anticipated. This proposed rule only applies to licensed certified public accountants and applicants for licensure as a certified public accountant.

C) Small businesses (fewer than 50 employees) AND persons other than businesses:

The proposed amendments only apply to licensed certified public accountants and CPA firms and applicants for licensure as a certified public accountant or a CPA firm, which some may qualify as a "small business". The Division does not anticipate any costs or savings to these groups as a result of the minor technical changes to the rule beyond those considered in the passage of SB 163.

8. Compliance costs for affected persons

("person" means any individual, partnership, corporation, association, governmental entity, or public or private organization or any character other than an agency):

The proposed amendments only apply to licensed certified public accountants and CPA firms and applicants for licensure as a certified public accountant or a CPA firm, which some may qualify as a "small business". The Division does not anticipate any costs or savings to these groups as a result of the minor technical changes to the rule beyond those considered in the passage of SB 163.

9. Comments by the department head on the fiscal impact the rule may have on businesses:

No fiscal impact to businesses is anticipated from this rule filing, which corrects statutory references, updates references to the Uniform Accountancy Act, clarifies the composition of the peer advisory committee and makes other minor technical changes. Francine A. Giani, Executive Director

10. This rule change is authorized or mandated by state law, and implements or interprets the following state and federal laws.

State code or constitution citations (required):

Section 58-26a-101 and Subsections 58-1-106(1)(a) and 58-1-202(1)(a)

- 11. This rule adds, updates, or otherwise changes the following titles of materials incorporated by references (a copy of materials incorporated by reference must be submitted to DAR; if none, leave blank):
- **The public may submit written or oral comments to the agency identified in box 1.** (The public may also request a hearing by submitting a written request to the agency. The agency is required to hold a hearing if it receives requests from ten interested persons or from an association having not fewer than ten members. Additionally, the request must be received by the agency not more than 15 days after the publication of this rule in the *Utah State Bulletin*. See Section 63-46a-5 and Rule R15-1 for more information.)

A) Comments will be acce	09/15/2008					
B) A public hearing (optional) will be held:						
on (mm/dd/yyyy):	at (time):	At (place):				
09/03/2008	1:00 pm	160 East 300 South, Conference Room 475 (4th floor), Salt Lake City, Utah				
T1. ' 1 1 1	00/22/2000					

13. This rule change may become effective on (mm/dd/yyyy): 09/22/2008

NOTE: The date above is the date on which this rule MAY become effective. It is *NOT* the effective date. After the date designated in Box 12(A) above, the agency *must* submit a Notice of Effective Date to the Division of Administrative Rules to make this rule effective. Failure to submit a Notice of Effective Date will result in this rule lapsing and will require the agency to start the rulemaking process over.

14.	Indexing information keywords (maximum of four, in lower case, except for acronyms (e.g., "NASA") or proper nouns (e.g., "Medicaid"):						
	accountants		licensing				
	peer review		continuing professional education				
15.	Attach an RTF document containing the text of this rule change (filename):			R156-26a.pro			
To the agency : Information requested on this form is required by Sections 63-46a-4, 5, 6, and 10. Incomplete forms will be returned to the agency for completion, possibly delaying publication in the <i>Utah State Bulletin</i> , and delaying the first possible effective date.							
AGENCY AUTHORIZATION							
Agen and t	cy head or designee, itle:	F. David Stanley, Director	Date (mm/dd/yyyy):	07/28/2008			

ProposedRule.doc 9/26/2003

R156. Commerce, Occupational and Professional Licensing. R156-26a. Certified Public Accountant Licensing Act Rule. R156-26a-102. Definitions.

In addition to the definitions in Title 58, Chapters 1 and 26a, as defined or used in this rule:

- (1) "Administering organization" means an organization approved by the Division of Occupational and Professional Licensing and the Utah Board of Accountancy which will administer peer reviews in the Peer Review Program.
- (2) "AICPA" means American Institute of Certified Public Accountants.
- (3) "Incidental to regular practice" as defined in Subsection 58-26a-305(1)([a]b) is further defined to mean:
- (a) An individual or a firm licensed as a certified public accountant or equivalent designation in any other state, district, or territory of the United States or any foreign country may perform services in this state for a client whose principal office or residence is located outside of this state as long as the services are incidental to primary services being performed outside of this state for that client.
- (b) An individual or firm licensed in another jurisdiction, as incidental to their practice in such other jurisdiction, may advertise in this state that their services are available by any means including, but not limited to television, radio, newspaper, magazine or Internet advertising provided such representations are not false, misleading or deceptive; and provided that such individual or firm does not establish a CPA/Client relationship to perform services requiring a CPA license or CPA firm registration with any individual, business or other legal entity having its principal office or residence in this state without first obtaining a CPA license and CPA firm registration in this state.
- (c) Incidental to regular practice in another jurisdiction includes a licensed CPA or equivalent designation continuing a CPA/Client relationship with an individual which originated while the client's residence was located outside of this state but thereafter the client moved their residence to this state.
- (4) "Qualified continuing professional education (CPE)" as used in this rule means continuing education that meets the standards set forth in Section R156-26a-303b.
- (5) "Standard setting bodies" means the Financial Accounting Standards Board, the Government Accounting Standards Board, the American Institute of Certified Public Accountants, the Securities and Exchange Commission, and the Federal Accounting Standards Advisory Board and other generally recognized standard setting bodies.
- (6) "Unprofessional conduct" as defined in Title 58, Chapters 1 and 26a, is further defined, in accordance with Subsection 58-1-203(1)(e), in Section R156-26a-501.
- (7) "Year of review" means the calendar year during which a peer review is to be conducted.

R156-26a-201. Advisory Peer Committees Created - Membership - Duties.

- (1) There is created in accordance with Subsection 58-1-203(1) (f), the Education Advisory Committee to the Utah Board of Accountancy consisting of one full-time faculty from each of five or more colleges or [university] universities in Utah which has an accredited program as set forth in Section R156-26a-302a(1)(a), a majority of which committee are to be licensed CPAs.
- (2) The Education Advisory Committee shall be appointed and serve in accordance with Section R156-1-205. The duties and responsibilities of the Education Advisory Committee shall include assisting the Division in collaboration with the Board in their duties, functions, and responsibilities and shall include:
- (a) advising the Board as to the acceptability of an educational institution; [-and]
- (b) assisting the Board to make a final determination pursuant to R156-26a-302a(4)(c) of whether an applicant is qualified to sit for the AICPA examination; and
- (c) advising the Board regarding proposed changes to rules.
- (3) The committee shall consider, when advising the Board of the acceptability of the educational institution, the following:
 - (a) the institution's accreditation;
 - (b) the acceptability by other state licensing boards;
 - (c) the faculty qualifications; and
 - (d) other educational resources.
- (4) There is created in accordance with Subsection 58-1-203(1)(f), the Peer Review Committee to the Utah Board of Accountancy consisting of not more than ten licensed CPAs. The committee shall be appointed and serve in accordance with Section R156-1-205.
- (5) The duties and responsibilities of the Peer Review Committee shall be advising the Board on peer reviews matters and shall include:
- (a) reviewing the results of peer reviews administered by approved organizations and requiring corrective action of firms with significant deficiencies noted in the review process when considered necessary in addition to those required by the administering organization;
 - (b) evaluating compliance of CPE programs;
- (c) performing random audits to determine compliance with the CPE requirements and the standards for CPE programs;
- (d) reviewing complaints and recommending whether certain acts, practices or omissions violate the ethical standards of the profession;
 - (e) providing technical assistance to the Division; and
- (f) serving as expert witnesses at administrative hearings.

R156-26a-302a. Qualifications for CPA Licensure - Education Requirements.

The education requirements for CPA licensure in Subsection 58-26a-302(1)(d) are defined, clarified, or established as

follows:

- (1) An applicant shall submit transcripts showing completion of course work consisting of a minimum of 150 semester hours (225 quarter hours) as follows:
- (a) a graduate or undergraduate program within an institution whose business or accounting education program is accredited by the Association of Advanced Collegiate Schools of Business (AACSB), or the Association of Collegiate Business Schools and Programs (ACBSP), from which the applicant received one of the following:
 - (i) a graduate degree in accounting;
- (ii) a graduate degree in taxation, or a master of business administration degree which includes not less than:
- (A) 24 semester hours (36 quarter hours) in upper division accounting courses covering the subjects of financial accounting, auditing, taxation, and management accounting;
 (B) 15 semester hours (23 quarter hours) graduate level
- (B) 15 semester hours (23 quarter hours) graduate level accounting courses covering the subjects of financial accounting, auditing, taxation, and management accounting;
- (C) an equivalent combination of graduate and upper division accounting courses covering the subjects of financial accounting, auditing, taxation, and management accounting with one hour of graduate level course work being equivalent to 1.6 hours of upper division course work; or
- (iii) a baccalaureate degree in business or accounting and 30 semester hours (45 quarter hours) beyond the requirements for a baccalaureate degree which includes not less than:
- (A) 16 semester hours (24 quarter hours) in upper division accounting courses, which when combined with the accounting courses listed in Subsection (B) below, have at least one course with a minimum of two semester hours (three quarter hours) each covering the subjects of financial accounting, auditing, taxation, and management accounting;
- (B) eight semester hours (12 quarter hours) in graduate level accounting courses, which when combined with the accounting courses listed in Subsection (A) above, have at least one course each covering the subjects of financial accounting, auditing, taxation, and management accounting;
- (C) 12 semester hours (18 quarter hours) in upper division non-accounting business courses;
- (D) 12 semester hours (18 quarter hours) in graduate level business or accounting courses; and
- (E) 10 semester hours (15 quarter hours) of either graduate or upper division accounting or business courses.
- (b) a graduate or undergraduate program from an institution accredited by the Northwest Commission on Colleges and Universities, North Central Association of Colleges and Schools, Middle States Association of Colleges and Schools, New England Association of Colleges and Schools, Southern Association of Colleges and Schools and Western Association of Schools and Colleges from which the applicant received a baccalaureate or graduate degree with not less than:
- (i) 30 semester hours (45 quarter hours) in business or related courses providing a minimum of two semester hours (three

quarter hours) in each of the following subjects:

- (A) business law;
- (B) computers;
- (C) economics;
- (D) ethics;
- (E) finance;
- (F) statistics and quantitative methods;
- (G) written and oral communications; and
- (H) business administration such as marketing, production, management, policy or organizational behavior;
- (ii) 24 semester hours (36 quarter hours) in upper division accounting courses with a minimum of two semester hours (three quarter hours) in each of the following subjects:
 - (A) auditing;
 - (B) finance;
 - (C) managerial or cost;
 - (D) systems; and
 - (E) taxes; and
- (iii) 30 semester hours (45 quarter hours) beyond the requirements for a baccalaureate degree of additional business related course work including not less than:
- (A) eight semester hours (12 quarter hours) in graduate accounting courses;
- (B) 12 semester hours (18 quarter hours) in graduate accounting or graduate business courses; and
- (C) 10 semester hours (15 quarter hours) of additional business related hours shall be taken in upper division undergraduate or graduate level courses.
- (2) The Division in collaboration with the Board or the education subcommittee of the board may make a written finding for cause that a particular accredited institution or program is not acceptable.
- (3) The Division in collaboration with the Board or the education subcommittee of the board may accept education of a person who holds a license as a certified public accountant or equivalent designation in a foreign country, if the applicant has obtained from the National Association of State Boards of Accountancy (NASBA) verification of compliance with the terms of an agreement for reciprocal licensure between the foreign country and the International Qualifications Appraisal Board of NASBA, which agreement provides the applicant's examinations, education and experience is determined to be substantially equivalent to the [1994] 2007 Uniform Accountancy Act licensure requirements or a version of the Uniform Accountancy Act having substantially equivalent requirements.
- (4) In accordance with Section 58-26a-306, the qualifications to sit for the AICPA examination are clarified or supplemented as follows:
- (a) In accordance with Subsection 58-26a-306(1) (a), the form of application approved by the Division shall be the application that CPA Examination Services (CPAES) requires in order to sit for the examination.
- (b) In accordance with Subsection 58-26a-306(1)(b), the fee shall be the fee charged by CPAES. No additional fee shall

be due to the Division.

(c) In accordance with Subsections 58-26a-306(1)(c) and (d), the Board has approved CPAES to make the determination of whether the applicant has met the education requirements, provided however that, if an applicant disputes the finding of CPAES, the Board shall make a final determination of whether the applicant is qualified to sit for the AICPA examination.

R156-26a-302b. Qualifications for Licensure - Experience Requirements.

In accordance with Subsections 58-1-203(1)([g]b) and 58-1-301(3), the experience requirements for licensure in Section 58-26a-302 are clarified, or supplemented as follows:

(1) The Division in collaboration with the board may accept experience of a person who holds a license as a certified public accountant or equivalent designation in a foreign country, if the applicant has obtained from the National Association of State Boards of Accountancy (NASBA) verification of compliance with the terms of an agreement for reciprocal licensure between the foreign country and the International Qualifications Appraisal Board of NASBA, which agreement provides the applicant's examinations, education and experience is determined to be substantially equivalent to the [1994]2007 Uniform Accountancy Act licensure requirements or a version of the Uniform Accountancy Act having substantially equivalent requirements.

R156-26a-302c. Qualifications for Licensure - Examinations.

The Division in collaboration with the Board may accept testing of a person who holds a license as a certified public accountant or equivalent designation in a foreign country, if the applicant has obtained from the National Association of State Boards of Accountancy (NASBA) verification of compliance with the terms of an agreement for reciprocal licensure between the foreign country and the International Qualifications Appraisal Board of NASBA, which agreement provides the applicant's examinations, education and experience is determined to be substantially equivalent to the [1994] 2007 Uniform Accountancy Act licensure requirements or a version of the Uniform Accountancy Act having substantially equivalent requirements.

R156-26a-303a. Renewal Requirements - Peer Review.

(1) General.

In accordance with Subsections 58-1-308(3)(b) and 58-26a-303(2)(b), there is created a peer review requirement as a condition for renewal of licenses issued under the Certified Public Accountant Licensing Act, providing for review of the work products of licensees and firms.

- (a) The purpose of the program is to monitor compliance with applicable accounting and auditing standards adopted by generally recognized standard setting bodies.
- (b) The program shall emphasize education and may include other remedial actions determined appropriate where a firm's

work product and services do not comply with established professional standards.

- (c) In the event a firm is unwilling or unable to comply with established standards, or intentionally disregards professional standards so as to warrant disciplinary action, the administering organization shall refer the matter to the Division and shall consult with the Division regarding appropriate action to protect the public interest.
 - (2) Scheduling of the Peer Review.
- (a) A firm's initial peer review shall be assigned a due date to require that the initial review be started no later than 18 months after the date of the issuance of its initial report as defined in Subsection $58-26a-102([\frac{16}{3}]20)$.
- (b) Not less than once in each three years a firm engaged in the practice of public accounting shall undergo, at its own expense, a peer review commensurate in scope with its practice.
- (c) The administering organization will assign the year of review.
- (d) A portion of the peer review may be performed by a regulatory body if the Utah Board of Accountancy approves the regulatory body as an administering organization. This does not by itself satisfy the peer review requirement unless the other standards as specified in this rule are fulfilled by the regulatory body.
- (3) Selection of a Peer Reviewer or inspector in the case of inspections mandated by law or regulatory bodies.
- A firm scheduled for peer review shall engage a reviewer qualified to conduct the peer review. Regulatory bodies will assign inspectors.
 - (4) Qualifications of a Peer Reviewer and inspectors.
- (a) Peer reviewers must provide evidence of one of the two following minimum qualifications to the administering organization:
 - (i) acceptance as a peer reviewer by the AICPA; or
- (ii) compliance with the qualifications required by the AICPA to qualify as a peer reviewer.
- (b) Peer reviewers must be licensed or hold a permit to practice as a CPA in the state of Utah or another state or jurisdiction of the United States.
- (c) The administering organization will approve reviewers for those reviews not administered by the AICPA.
- (d) Regulatory bodies will determine the qualifications of inspectors.
- (5) Conduct of the Peer Review or inspection. Peer reviews shall be conducted as follows:
- (a) Peer reviews shall be conducted according to the "Standards for Performing and Reporting on Peer Reviews" promulgated by the AICPA, effective January 1, 2005 as amended, which are hereby incorporated by reference and adopted as the minimum standards for peer reviews of all firms. This section shall not require any firm or licensee to become a member of the AICPA or any administering organization.
- (b) The Utah Board of Accountancy may review the standards used by the regulatory body to determine if those standards are

sufficient to satisfy all or part of the peer review requirements, or what additional review may be required to meet the peer review requirements under this rule.

- (6) If an administering organization finds that a peer review was not performed in accordance with this rule or the peer review results in a modified or adverse report or in repeat findings, the Peer Review Committee may require remedial action to assure that the review or performance of the CPA or CPA firm being reviewed meets the objectives of the peer review program.
 - (7) Review of Multi-State Firms.
- (a) With respect to a multi-state firm, the Division may accept a peer review based solely upon work conducted outside of this state as satisfying the requirement to undergo peer review under this rule, if:
- (i) the peer review is conducted during the year scheduled or rescheduled under R156-26a-303a(2);
- (ii) the peer review is performed in accordance with requirements equivalent to those of this state;
 - (iii) the peer review:
- (A) studies, evaluates and reports on the quality control system of the firm as a whole in the case of on-site reviews; or
- (B) results in an evaluation and report on selected engagements in the case of off-site reviews;
- (iv) the firm's internal inspection procedures require that the firm's personnel from another office outside the state perform the inspection of the office located in this state not less than once in each three year period; and
- (v) at the conclusion of the peer review, the peer reviewer issues a report equivalent to that required by R156-26a-303a(5) or in the case of an approved regulatory body, a report is issued under their standards.
- (b) [A multi-state firm not granted approval under R156-26a-303a(8)(a) shall undergo a peer review pursuant to this rule which shall comply with R156-26a-303a(8)(a) of the multi-state firm within this state; and
- $\frac{\text{(c)}}{303a([\frac{8}{3}]7)}$ (a) shall submit an application to the administering organization by February 1 of the year of review establishing that the peer review it proposes to undergo meets all of the requirements of R156-26a-303a(5).
- (8) A firm which does not perform services encompassed in the scope of minimum standards as set out in R156-26a-303a(5)(a) or (b) is exempt from peer review and shall notify the Division of Occupational and Professional Licensing of the exemption at the time of renewal of its registration. A firm which begins providing these services must commence a peer review within 18 months of the date of the issuance of its initial report as defined in Subsection 58-26a-102(16).
 - (9) Mergers, Combinations, Dissolutions or Separations.
- (a) Mergers or combinations: In the event that two or more firms are merged or sold and combined, the surviving firm shall retain the year of review of the largest firm.
- (b) Dissolutions or separations: In the event that a firm is divided, the new firms shall retain the year of review of the

former firm. In the event that this period is less than 12 months, a new year shall be assigned so that the review occurs after 12 months of operation.

- (c) Upon application to the administering organization and a showing of hardship caused solely by compliance with R156-26a-303a(10), the Division may authorize a change in a firm's year of review.
- (10) If the firm can demonstrate that the time established for the conduct of a peer review will create an unreasonable hardship upon the firm, the Division may approve an extension not to exceed 180 days from the date the peer review was originally scheduled. A request for extension shall be addressed in writing by the firm to the Division with a copy to the administering organization responsible for administration of that firm's peer review. The written request for extension must be received by the Division and the administering organization not less than 30 days prior to the date of scheduled review or the request will not be considered. The Division shall inform the administering organization of the approval of any extension.
 - (11) Retention of Documents Relating to Peer Reviews.
- (a) All documentation necessary to establish that each peer review was performed in conformity with peer review standards adopted by the Board, including the peer review working papers, the peer review report, comment letters and related correspondence indicating the firm's concurrence or nonconcurrence, and any proposed remedial actions and related implementation shall be maintained.
- (b) The documents described in R156-26a-303a(11)(a) shall be retained for a period of time corresponding to the designated retention period of the relevant administering organization. In no event shall the retention period be less than 90 days.
 - (12) Costs and Fees for Peer Review.
- (a) All costs associated with firm-on-firm reviews will be negotiated between the firm and the reviewer and paid directly to the reviewer. All costs associated with committee assigned review team (CART) reviews will be set by the administering organization. The administering organization will collect the fees associated with CART reviews and pay the reviewer.
- (b) All costs associated with the administration of the review process will be paid from fees charged to the firms. The fees will be collected by the administering organization. The schedule of fees will be included in the administering organization's proposal. The fee schedule will specify how much is to be paid each year and will be based on the firm size.
- (13) All financial statements, working papers, or other documents reviewed are confidential. Access to those documents shall be limited to being made available, upon request, to the Peer Review Committee or the technical reviewer for purposes of assuring that peer reviews are performed according to professional standards.

[R156-26a-305. Use of Certified Public Accountant (CPA) Title. An individual who has a current CPA license issued by any

other state may use the title or designation "Certified Public

Accountant" but may only practice public accountancy in the state of Utah if currently licensed in the state of Utah or if performing public accountancy which is incidental to regular practice in another state as defined in Subsection 58-26a-305(1) and as further clarified in R156-26a-102(4).

KEY: accountants, licensing, peer review, continuing professional education

Date of Enactment or Last Substantive Amendment: [March 31,

12008

Notice of Continuation: February 1, 2007

Authorizing, and Implemented or Interpreted Law: 58-26a-101;

58-1-106(1)(a); 58-1-202(1)(a)